

STATE OF WISCONSIN: CITY OF FRANKLIN: MILWAUKEE COUNTY

RESOLUTION NO. 2001- 5321

RESOLUTION FOR ADOPTING THE COMPREHENSIVE MASTER PLAN AMENDMENT FOR AREA C
OF THE "FRANKLIN FIRST DEVELOPMENT PLAN" AS AN ELEMENT OF THE CITY OF FRANKLIN
COMPREHENSIVE MASTER PLAN

WHEREAS, the City of Franklin, pursuant to the provisions of Section 62.23(1) of the Wisconsin Statutes, has created a City Plan Commission; and

WHEREAS, the City Plan Commission, pursuant to Section 62.23(2) of the Wisconsin Statutes, prepared with professional planning assistance from R. A. Smith & Associates, Inc. (in association with SmithGroup JJR, Ticknor & Associates; Ehlers & Associates; Land Acquisitions, Inc.; McComb Group, LTD; and Quarles & Brady, LLP), a comprehensive master plan element titled Franklin First Development Plan: Site Planning, Preliminary Engineering, Feasibility Analysis, and Financial Analysis for the City of Franklin, dated October 2001, for portions of the City of Franklin as an amendment and addition to the City's Comprehensive Master Plan to serve as a guide for the future development of the City of Franklin; and

WHEREAS, that there was a public hearing held on September 30, 1999 on the application of the City of Franklin for rezoning of a portion of Area C and the Comprehensive Master Plan was amended at that time based on that application at that public hearing; and

WHEREAS, a public hearing and meeting on the aforementioned comprehensive master plan element for "Area C" of the Franklin First Development Plan: Site Planning, Preliminary Engineering, Feasibility Analysis, and Financial Analysis for the City of Franklin, was held on May 23, 2001 and a second public meeting was held on said plan element on October 30, 2001; and

WHEREAS, on December 6, 2001, the City of Franklin Plan Commission approved the plan for "Area C" of the Franklin First Development Plan: Site Planning, Preliminary Engineering, Feasibility Analysis, and Financial Analysis for the City of Franklin, dated October 2001 consisting of Figures 6 and 7 and inclusive of recommended zoning district classifications for "Area C" of said document, as an element of and an amendment and addition to the City's Comprehensive Master Plan and has submitted a certified copy of that resolution to the Common Council of the City of Franklin; and

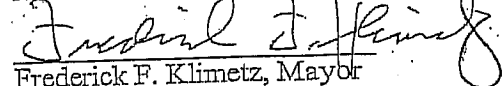
WHEREAS, the Common Council of the City of Franklin concurs with the City Plan Commission and the plan for "Area C" of the Franklin First Development Plan: Site Planning, Preliminary Engineering, Feasibility Analysis, and Financial Analysis for the City of Franklin, dated October 2001 consisting of Figures 6 and 7 and inclusive of recommended zoning district classifications for "Area C" of said document;

NOW, THEREFORE, BE IT RESOLVED by the Mayor and Common Council of the City of Franklin, Wisconsin, that the proposed plan for "Area C" of the Franklin First Development Plan: Site Planning, Preliminary Engineering, Feasibility Analysis, and Financial Analysis for the City of Franklin, dated October 2001 consisting of Figures 6 and 7 and inclusive of recommended zoning district classifications for "Area C" of said document, as an element of and amendment and addition to the City's Comprehensive Master Plan to serve as a guide for the future development of the City of Franklin, in the form and content as annexed hereto, be and the same are hereby approved.

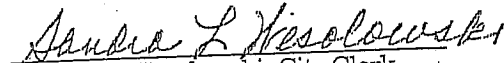
Introduced at a regular meeting of the Common Council of the City of Franklin this 18th day of December, 2001 by Alderman Ryan.

Passed and adopted by the Common Council of the City of Franklin this 18th day of December, 2001

APPROVED:


Frederick F. Klimetz, Mayor

ATTEST:


Sandra L. Wesolowski, City Clerk
AYES 6 NOES 0 ABSENT 0

MEEHAN & COMPANY, INC.

PATRICK J. MEEHAN, AICP, AIA
PRESIDENT

P. O. BOX 320098
FRANKLIN, WI 53132
PHONE: (414) 529-9559
FAX: (414) 529-9559

MEMORANDUM

TO: Plan Commission
City of Franklin

FROM: Meehan & Company, Inc.
Patrick J. Meehan, AICP

SUBJECT: Adoption of "Area C" of the Franklin First Development Plan: Site Planning, Preliminary Engineering, Feasibility Analysis, and Financial Analysis for the City of Franklin as an Element of, and Amendment and Addition to, the City's Comprehensive Master Plan

DATE: November 30, 2001

Meehan & Company, Inc. recommends that the following attached adoption resolutions be used by the Plan Commission and the Common Council for the adoption of "Area C" of the Franklin First Development Plan: Site Planning, Preliminary Engineering, Feasibility Analysis, and Financial Analysis for the City of Franklin consisting of Figures 6 and 7 and inclusive of recommended zoning district classifications for "Area C" of said document as an element of, and amendment and addition to, the City's Comprehensive Master Plan.

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COMMON COUNCIL RESOLUTION FOR ADOPTING
THE COMPREHENSIVE MASTER PLAN AMENDMENT FOR
AREA C OF THE "FRANKLIN FIRST DEVELOPMENT PLAN"
AS AN ELEMENT OF THE
CITY OF FRANKLIN COMPREHENSIVE MASTER PLAN

WHEREAS, the City of Franklin, pursuant to the provisions of Section 62.23(1) of the Wisconsin Statutes, has created a City Plan Commission; and

WHEREAS, the City Plan Commission, pursuant to Section 62.23(2) of the Wisconsin Statutes, prepared with professional planning assistance from R.A. Smith & Associates, Inc. (in association with SmithGroup JJR, Tichnor & Associates; Ehlers & Associates; Land Acquisitions, Inc.; McComb Group, LTD; and Quarles & Brady, LLP), a comprehensive master plan element titled Franklin First Development Plan: Site Planning, Preliminary Engineering, Feasibility Analysis, and Financial Analysis for the City of Franklin, dated October 2001 for portions of the City of Franklin as an amendment and addition to, the City's Comprehensive Master Plan to serve as a guide for the future development of the City of Franklin; and

WHEREAS, a public hearing and meeting on the aforementioned comprehensive master plan element for "Area C" of the Franklin First Development Plan: Site Planning, Preliminary Engineering, Feasibility Analysis, and Financial Analysis for the City of Franklin, was held on May 23, 2001 and a second public meeting was held on said plan element on October 30, 2001; and

WHEREAS, the City of Franklin Plan Commission did on the 6th day of December, 2001, adopt by City Plan Commission Resolution No. _____ the plan for "Area C" of the Franklin First Development Plan: Site Planning, Preliminary Engineering, Feasibility Analysis, and Financial Analysis for the City of Franklin, dated October 2001 consisting of Figures 6 and 7 and inclusive of recommended zoning district classifications for "Area C" of said document, as an element of, and an amendment and addition to, the City's Comprehensive Master Plan and has submitted a certified copy of that resolution to the Common Council of the City of Franklin; and

WHEREAS, the Common Council of the City of Franklin concurs with the City Plan Commission and the plan for "Area C" of the Franklin First Development Plan: Site Planning, Preliminary Engineering, Feasibility Analysis, and Financial Analysis for the City of Franklin, dated October 2001 consisting of Figures 6 and 7 and inclusive of recommended zoning district classifications for "Area C" of said document;

NOW, THEREFORE BE IT RESOLVED that the Common Council of the City of Franklin on the _____ day of _____, 2001, hereby adopts the plan for "Area C" of the Franklin First Development Plan: Site Planning, Preliminary Engineering, Feasibility Analysis, and Financial Analysis for the City of Franklin, dated October 2001 consisting of Figures 6 and 7 and inclusive of recommended zoning district classifications for "Area C" of said document, as an element of, and an amendment and addition to, the City's Comprehensive Master Plan to serve as a guide for the future development of the City of Franklin.

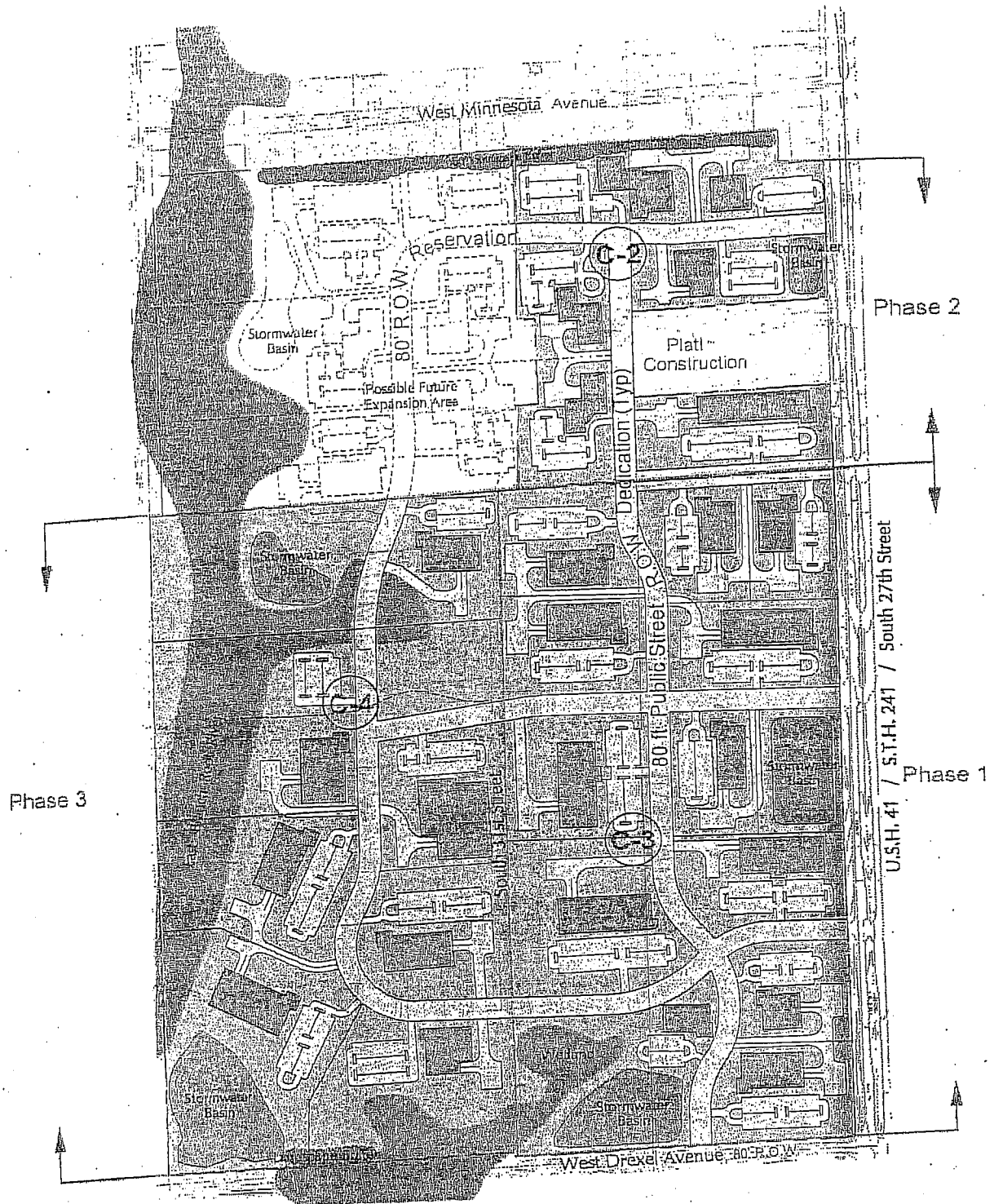
PASSED AND ADOPTED by the Common Council of the City of Franklin this _____ day of _____, 2001.

APPROVED:

Frederick F. Klimetz, Mayor
City of Franklin

ATTEST:

Sandi Wesolowski, City Clerk
City of Franklin

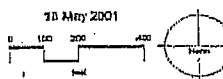


NOTE:

This layout is conceptual only and depicts one potential scenario. The actual site layout will be prepared during the detailed design phase of the project and will be subject to all applicable Unified Development Ordinance requirements including natural resource protection standards and required landscape surface ratios and approval by the city.

Area C Alternate Concept Plan

Franklin First Development Plan



Figure

B. Development Area C (Outdoor Twin Theater Environs)

Acreage:

	Gross Acreage	Net Developable Acreage
Phase 1 (Site C-3)	74.6 Acres	58.1 Acres
Phase 2 (Site C-2)	28.8 Acres	25.1 Acres
Phase 3 (Site C-4)	<u>79.2 Acres</u>	<u>46.4 Acres</u>
Total	182.6 Acres	129.6 Acres
Recommended Zoning	Business Park BP	
Maximum Gross Floor Area Ratio (GFAR)	0.47 GFAR	
Access:	South 27 th Street, West Drexel Avenue, and South 31 st Street	
Recommended Use:	Secondary Business Park	

Development Area C is located on South 27th Street, south of Rawson Avenue and north of West Drexel Avenue. During Phase I of the planning process for the Franklin First Development Plan, Area C was identified as a potential secondary business park site.

Area C consists of two sites (C-2 and C-3) that were targeted in the initial Franklin First Study (Ticknor Report) for further study as potential secondary business park sites. During the course of the Franklin First Development Plan the Economic Development Commission (EDC) requested the consultant team to amend the Area C study boundaries to consider the potential for secondary business park development of an additional 80 acres located west of 31st Street, referred to as Site C-4.

The Area C Boundary Map on Figure 5 indicates the location of each of the sites referenced above. The Area C Recommended Concept Plan on Figure 6 reflects a development plan utilizing Sites C2 and C-3 for secondary business park with Site C-4 and the area west of Site C-2 shown as potential future expansion areas. Figure 7 shows an Alternate Concept Plan for Area C reflecting full development of Site C-4 as Phase 3 of the overall development.

The Recommended Concept Plan for a secondary business park in Area C reflects four public street access points from S. 27th Street and a north-south street connecting to West Drexel Avenue. From the perspective of access to lots within Area C, this is the preferred access plan. Having fewer access points could adversely impact the marketability of individual lots fronting on S. 27th Street. The project team recognizes that access points onto S. 27th Street are regulated by WisDOT and that there may need to be future modifications of the Recommended Concept Plan to respond to WisDOT concerns.

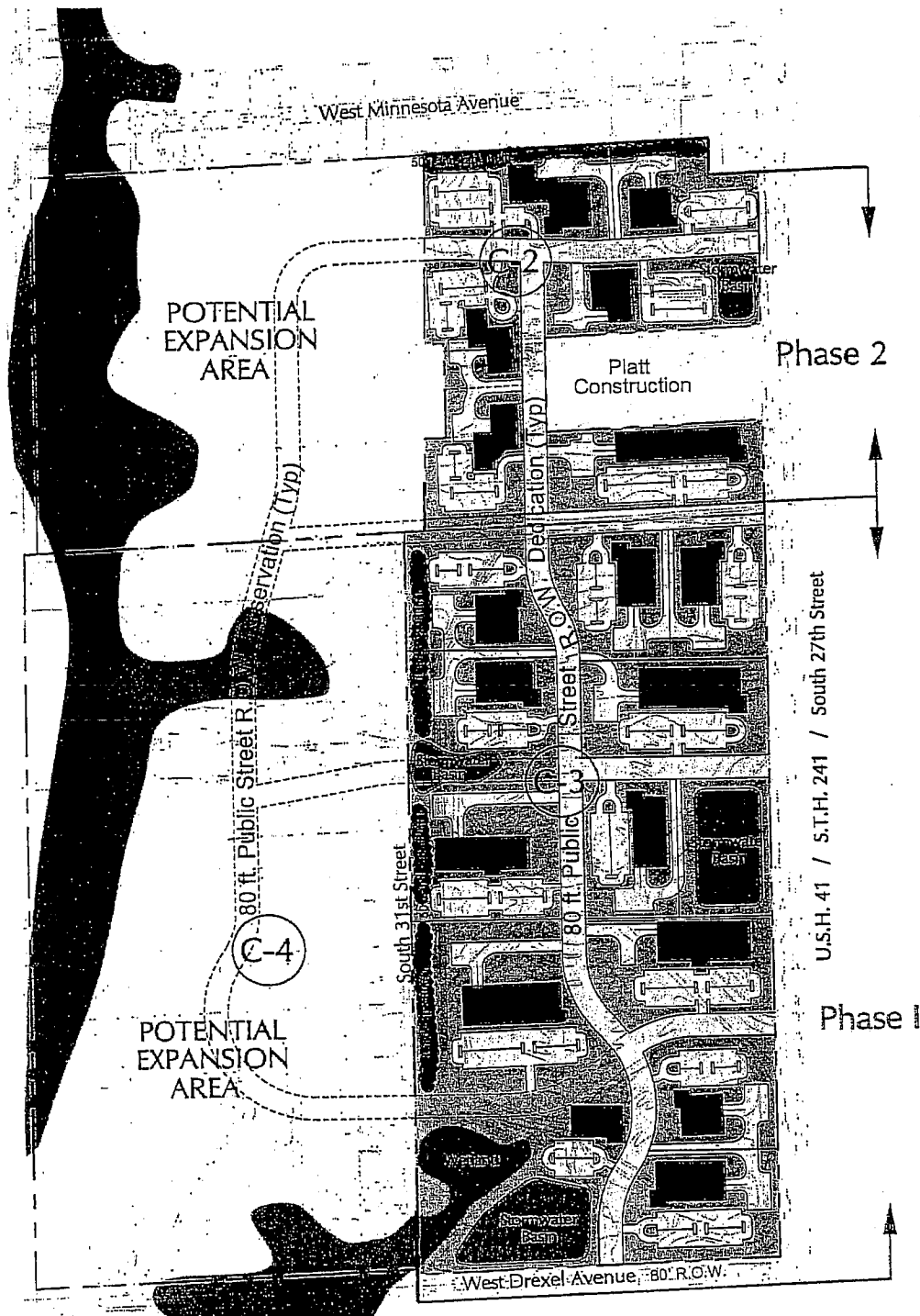
NOTE: The project team completed work on Area C prior to Northwestern Mutual's September 27 announcement that it intended to develop a second office campus on 75 acres of land within the site. The Company announced intentions to begin development of up to 200,000 square feet of office space in one or two buildings at the northwest corner of S. 27th Street and West Drexel Avenue provided that the site met the Company's final due diligence screening.

The consulting team supports this project as being generally consistent with Franklin First goals and good planning for this area.

The City has not asked the consulting team to rework these prior findings in light of this announcement.

The original general illustrative development scenario still has high potential application to office park development on the site, though as we have anticipated throughout the study, the actual development concept depends upon the actual land developers. Significant parts of Area C may have office rather than light industrial uses and higher development covenants than initially anticipated in this study.

The extent to which parts or all of Area C qualify as a Tax Increment District for the proposed office uses require extensive additional legal analysis. Further, the extent to which the tax increment from the announced project would meet bond cash flow requirements requires extensive additional analysis based upon the actual Northwestern Mutual development proposal.



NOTE:

This layout is conceptual only and depicts one potential scenario. The actual site layout will be prepared during the detailed design phase of the project and will be subject to all applicable Unified Development Ordinance requirements including natural resource protection standards and required landscape surface ratios and approval by the city.

Area C Recommended Concept Plan

Franklin First Development Plan

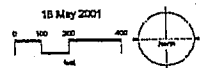
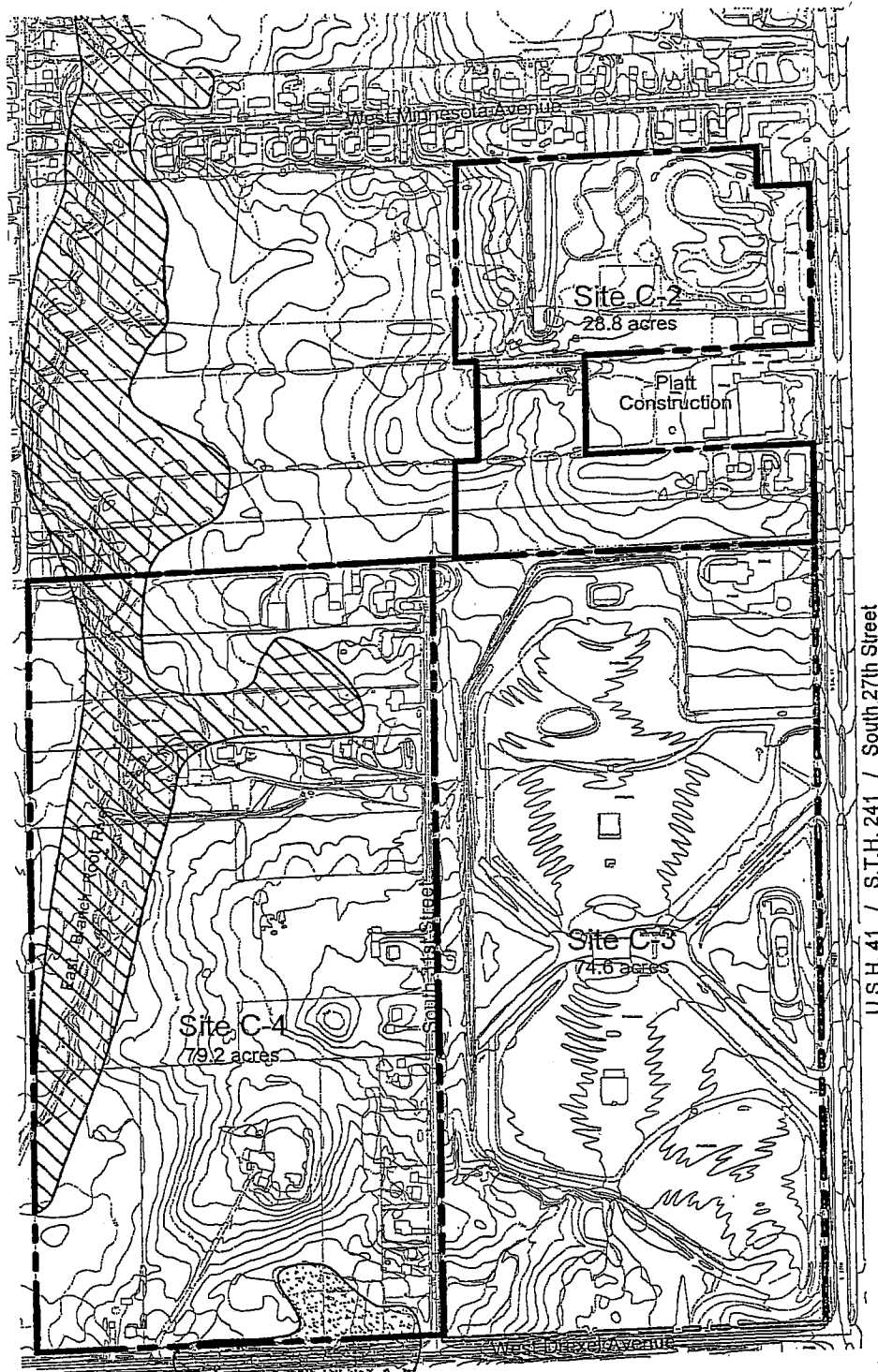





Figure 6



-  Primary Environmental Corridor
-  Secondary Environmental Corridor
-  Isolated Natural Area

Area C Boundary Map

Franklin First Development Plan

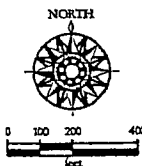
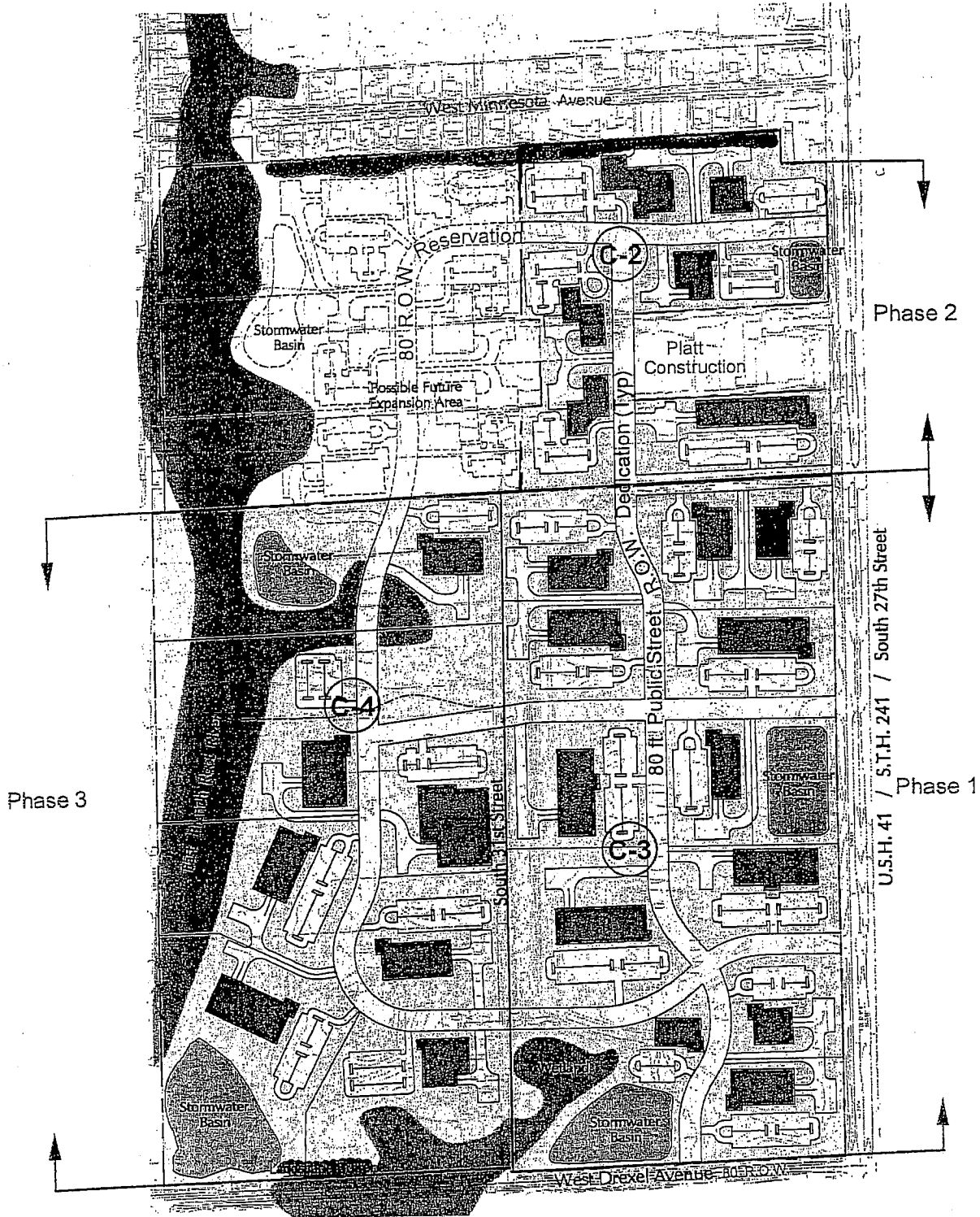


Figure 5



NOTE:
This layout is conceptual only and depicts one potential scenario. The actual site layout will be prepared during the detailed design phase of the project and will be subject to all applicable Unified Development Ordinance requirements including natural resource protection standards and required landscape surface ratios and approval by the city.

Area C Alternate Concept Plan

Franklin First Development Plan

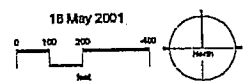


Figure 7

Site C-2

Site C-2 consists of 7 parcels comprising a total of 28.8 gross acres. The developable net acreage is 25.1 acres. Site C-2 fronts on South 27th Street. The site "wraps-around," but does not include the site recently redeveloped by Platt Construction Inc. at 7074 South 27th Street.

Current Land Uses

Current land uses on Site C-2 include three residences and three commercial uses. The northern portion of the site was formerly part of a go-cart track operation that is not currently open for business.

Site C-2 adjoins the backyards of residences along West Minnesota Avenue to the north.

The area to the west of C-2 is fallow and undeveloped. This area includes the back portion of several of the lots within C-2.

Comprehensive Plan Classification

The City's Comprehensive Plan currently designates parcels within Site C-2 as South 27th Street Business District and Suburban Single Family Residence. The Comprehensive Plan should be amended to designate Site C-2 as Business Park District (BP).

Zoning Recommendation

The properties in Site C-2 are currently zoned South 27th Street Business District (B-4) and Limited Industrial District (M-1). These properties should be rezoned to Business Park District (BP).

Appendix includes a map showing individual parcels and parcel numbers in Area C.

Table II-4

SITE C-2: Zoning And Plan Classification By Parcel

Parcel Number	Total Acres	Current Zoning	Recommended Zoning	Current Comprehensive Plan Classification	Recommended Plan Classification
761-9992	17.2	B-4	BP	South 27 th Street Business District/ Suburban Single Family Residence District	Business Park District
761-9993	0.7	B-4	BP	South 27 th Street Business District	Business Park District
761-9994-003	2.7	M-1	BP	South 27 th Street Business District/ Suburban Single Family Residence	Business Park District
761-9995	0.6	B-4	BP	South 27 th Street Business District	Business Park District
761-9996	0.6	B-4	BP	South 27 th Street Business District	Business Park District
761-9997	2.5	B-4	BP	South 27 th Street Business District/ Suburban Single Family Residence	Business Park District
(West Half) 761-9999	4.5	B-4	BP	South 27 th Street Business District/ Suburban Single Family Residence	Business Park District

Recommended Land Use and Development Strategy

Site C-2 is suitable for development as an expansion area for the secondary business park proposed for Site C-3 (41 Twin Site), as described in the 1999 Franklin First Development Strategy (Ticknor Report). Due to mixed land uses, land assembly issues, and potential relocation costs, it is recommended that the development of Site C-2 be contingent upon the initial development of Site C-3 located to the south. Site C-2 should be considered a future expansion area for business park development on Site C-3.

In addition to the 28.8 acres in Site C-2, the 40 acres to the west of Site C-2 could also be considered suitable for a secondary business park. This area was not included in either the Phase 1 Ticknor Report study area or amended Area C study area, but has been conceptually included in the Concept Plan for Area C as a potential future expansion area.

The proposed concept plan for Sites C-2 and C-3 shows average lot sizes ranging from 4 to 6 acres. All public streets are shown as 80' right-of-ways. Primary access to Site C-2 should be from South 27th Street and from an internal access road to the south leading from Site C-3.

Access Recommendations

Access to Site C-2 will be from South 27th Street and from the extension of an internal looped street from Site C-3 (Twin Theater site) to the south. Since 27th Street is a designated State highway, WisDOT will need to approve all access points.

A key feature of the concept plan for Site C-2 is to utilize an internal looped road system connected to Site C-3, versus direct driveway access on to South 27th Street.

Buffering and Screening Recommendations

Site C-2 will require careful screening and buffering from the residential neighborhoods to the north along West Minnesota Avenue.

As a guideline, screening berms should be 4 to 6 foot high from nearest roadway or building elevations. The minimum buffer area width for a landscaped berm is 50'. Depending on topography and scale of buildings, additional buffering may be required. Berms should "meander" to provide a natural appearance.

Screening fences should be decorative and enhanced with landscaping. The determination of whether to use a berm and/or fencing shall be made by the City Plan Commission at the time of site plan review for potential developments.

All buildings, parking areas, and other improvements should be set back a minimum of 50' from the nearest residentially zoned properties.

Recommended City Involvement in Financing

The City should consider creating a Tax Increment District (TID) to assist a private developer extend required infrastructure for development of Area C as a secondary business park. The creation of a TID, or any other form of public support, should be contingent on the private developer providing a unified master plan for a business park, versus standard retail development along the South 27th Street frontage, which is the development pattern likely to occur without public sector involvement. The TID should be used as an incentive for a higher quality business park, than would be likely to occur without public assistance.

Site C-3

Site C-3 consists of 3 parcels comprising a total gross area of 74.6 acres. The net developable acreage is 58.1 acres.

The approximately 70-acre 41 Twin (Stand Outdoor Theater Inc.) site has recently been acquired by a private development partnership for unspecified future commercial or mixed-use development.

Appendix C includes a map showing individual parcels and parcel numbers in Area C.

Table II-5

SITE C-3: Zoning And Plan Classification By Parcel

Parcel Number	Total Acres	Current Zoning	Recommended Zoning	Current Comprehensive Plan Classification	Recommended Plan Classification
786-9979-001	4.891	B-4	BP	South 27 th Street Business District/	Business Park District
786-9979-002	0.330	B-4	BP	South 27 th Street Business District	Business Park District
786-9980	69.389	BP	BP	South 27 th Street Business District/ Two Family Residence District	Business Park District

Current Land Uses

Current land uses on Site C-3 include an outdoor theater and miscellaneous rental space in the former public elementary school building.

Comprehensive Plan Classification

The City's Comprehensive Plan currently designates parcels within Site C-3 as South 27th Street Business District and Two-Family Residence District. The Comprehensive Plan should be amended to reclassify this area as a Business Park District (BP).

Zoning Recommendation

The properties in Site C-3 are currently zoned South 27th Street Business District (B-4) and Business Park District (BP). The 41 Twin outdoor theater site may not require a rezoning. The former school property should be rezoned to Business Park District (BP).

Recommended Land Use and Development Strategy

Site C-3 is suitable for development as a secondary business park, as described in the 1999 Franklin First Development Strategy (Ticknor Report). The site should be developed as a single business park with a unified master plan. If development is proposed for only a portion of Site C-3, the applicant should be required to coordinate with adjoining property owners and provide an overall master plan for the site addressing preliminary lot layout, street and pedestrian circulation, storm water management, and buffering and screening.

Limited retail and service commercial that is ancillary to the other uses in the business park could be allowed along the South 27th Street frontage.

The proposed concept plan for Sites C-2 and C-3 shows average lot sizes ranging from 4 to 6 acres. All public streets are shown as 80' right-of-ways. The southwest corner of Site C-3 contains a proposed storm water detention basin and a mapped wetland with a combined acreage of 7.3 acres. The basin will need to be constructed in accordance with design criteria as specified within the City of Franklin Storm Water Management Plan and Storm Water Management Ordinance.

Access Recommendations

Access to Site C-3 will be from South 27th Street and West Drexel Avenue. Since 27th Street is a designated State highway, WisDOT will need to approve all access points. A key feature of the concept plan for Site C-3 is to utilize an internal looped road system versus direct driveway access on to South 27th Street.

Buffering and Screening Recommendations

Site C-3 will require careful screening and buffering from the residential neighborhood to the west. Berming and/or screening should wrap-around the southern border of the site along the West Drexel Avenue frontage. If Site C-4 west of South 31st Street is not rezoned for commercial or secondary business park use and remains a residential area, a berm or screening should be constructed along the east side of South 31st Street. Berms should "meander" to provide a natural appearance.

As a guideline, screening berms should be 4 to 6 foot high from nearest roadway or building elevations. The minimum buffer area width for a landscaped berm is 50'. Depending on topography and scale of buildings, additional buffering may be required.

Screening fences should be decorative and enhanced with landscaping. The determination of whether to use a berm and/or fencing shall be made by the City Plan Commission at the time of site plan review for potential developments.

All buildings, parking areas, and other improvements should be set back a minimum of 50' from the nearest residentially zoned properties.

Recommended City Involvement in Financing

The City should consider creating a Tax Increment District (TID) to assist a private developer extend required infrastructure for development of Area C as a secondary business park. The creation of a TID, or any other form of public support, should be contingent on the private developer providing a unified master plan for a business park, versus standard retail development along the South 27th Street frontage, which is the development pattern likely to occur without public sector involvement. The TID should be used as an incentive for a higher quality business park, than would be likely to occur without public assistance.

Site C-4

Site C-4 consists of approximately 79.2 acres located west of 31st Street and north of Drexel Avenue. The net developable acreage is 46.4 acres. The Economic Development Commission (EDC) requested the consultant team to expand the investigation of Area C to include Site C-4 as a potential expansion area for a secondary business park on Site C-3 (41 Twin).

Current Land Uses

Current land uses on Site C-4 include approximately 13 residences on 19 parcels.

Comprehensive Plan Classification

The City's Comprehensive Plan currently designates parcels within Site C-4 as Suburban Single-Family Residential and Two-Family Residential Districts. This classification is appropriate for current usage.

If a private developer purchases all or portions of Site C-4 land and requests reclassification for business park development, Comprehensive Plan should be amended to reclassify this area as a Business Park District (BP).

Zoning Recommendation

The properties in Site C-4 are currently zoned R-5 and R-7 Districts. This zoning is appropriate for current usage.

If a private developer purchases all or portions of Site C-4 and requests rezoning for business park development, the site should be rezoned to BP Business Park.

Recommended Land Use and Development Strategy

Site C-4 is only marginally suitable for development as a secondary business park or expansion area for Site C-3 (41 Twin). The primary drawbacks to the site are the large number of smaller parcels that would need to be assembled and the potential costs of relocating residents from the 13 single-family homes west of South 31st Street.

Portions of Site C-4 have severe environmental limitations. Approximately 25 acres within Site A-4 are delineated by SEWRPC as "secondary environmental corridor." This area extends along the East Branch of the Root River. It would not be feasible to include any land to the west of the East Branch in the business park because of the cost of extending streets and other infrastructure. The southeast corner of Site C-4 along the north side of West Drexel Avenue is a mapped wetland designated as an "isolated natural area" by SEWRPC.

On a per acre basis, Site C-4 is likely to be less cost effective to develop as a secondary business park than either Site C-3 or C-2.

The recommended Concept Plan for Area C, as shown on Figure 6, reflects retaining the existing residential zoning and land use classifications, unless a private developer assembles the properties within C-4 and requests rezoning to BP Business Park. It is not recommended that the City either proactively rezone Site C-4 to business park or undertake the land assemblage and relocation costs.

Access Recommendation

If developed as a business park expansion area, access to Site C-4 will be from South 27th Street and West Drexel Avenue through the Site C-3 street system. Since 27th Street is a designated State highway, WisDOT will need to approve all access points as part of the Site C-3 development.

Buffering and Screening Recommendations

If developed as secondary business park, Site C-4 will not require as extensive buffering as some of the other potential development sites. The natural woodlands along the East Branch of the Root River to the west separate the site from future residential development areas to the west. The area to the north is unlikely to develop as a residential area and would require no buffering or screening. There should be a berm and/or screening along the West Drexel Road frontage west of the wetlands.